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CANADIAN IMMIGRATION - AIMS AND OBJECTIVES

1946 - 1955

- Section I - Immigration Policy
- Section II - Immigration Activities
- Section III - Economic Effects of
Immigration

Dept. of Citizenship and Immigration
Immigration Branch
Ottawa

March 8, 1956



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SECTION I

IMMIGRATION POLICY

In 1946 immigration to Canada was resumed. The bulk of the immigrants in that year were the wives and children of Canadian troops serving overseas. Out of a total of 71,719 landed immigrants, 50,000 were British and the majority of these were war brides and their children.

By 1947 it was apparent that Canadian industry had accomplished a transition from war time to a peace time production, without serious dislocation of our economy, that expansion lay ahead and that more workers were needed. At that time the late Right Hon. W.L. Mackenzie King outlined Canada's immigration policy in Parliament. It was planned, he said, to further our growth and to increase our population by immigration but to do so within the absorptive capacity of the country without altering the fundamental character of the Canadian people. That policy has continued and its implementation has been flexible.

British subjects by birth or naturalization in the United Kingdom, Australia, New Zealand or the Union of South Africa and citizens of Ireland may come to Canada quite freely if they are of good health and character and have sufficient means to maintain themselves until they have secured employment. The same applies to citizens of France born in France or in St. Pierre and Miquelon Islands, and to citizens of the United States of America. The admission of others is determined in the light of Canada's economic, labour, social and cultural needs. In selecting immigrants it is kept in mind, of course, that the individuals must be persons who will integrate readily into the Canadian communities where they make their homes and who will loyally support our institutions and form of government.

In assessing opportunities, present and future, the Immigration Branch has a double responsibility. They must endeavour to provide the workers this country needs for its development but at the same time must protect the standard of living of the Canadian people. In times of expanding economy larger numbers of immigrants may be received. When opportunities are less numerous the flow of immigrants can be maintained in line with the opportunities.

In the ten year period - January 1st, 1946 to December 31st, 1955 - 1,222,319 immigrants have come to Canada. Of these approximately 55% were workers, the remainder dependents. All of them are consumers from the moment of their arrival. Undoubtedly this addition to the population has resulted in expansion of production and a wider distribution of the costs of government.

SECTION II

IMMIGRATION ACTIVITIES

The following table shows the flow of immigration between 1946 and 1955:

| <u>Calendar Year</u> | <u>No. of landed immigrants</u> |
|----------------------|---------------------------------|
| 1946 | 71,719 |
| 1947 | 64,127 |
| 1948 | 125,414 |
| 1949 | 95,217 |
| 1950 | 73,912 |
| 1951 | 194,391 |
| 1952 | 164,498 |
| 1953 | 168,868 |
| 1954 | 154,227 |
| 1955 | <u>109,946</u> |
| Total - | 1,222,319 |

The various movements under which these immigrants were brought to Canada included:-

1. Soldiers' Dependents

Up to December, 1946 the Department of National Defence was responsible for the movement of soldiers' dependents. The Immigration Branch then took over the arrangements. During 1946 transportation was delayed on account of shortage of shipping facilities. Additional shipping space became available in 1947 and when the movement was completed the total number of dependents brought to Canada was 64,451.

2. Polish Ex-Servicemen

In July, 1946, legislation was passed, providing for the admission from the United Kingdom and Italy of single, ex-servicemen of the Polish Armed Forces. These Poles agreed to remain in agricultural employment for a period of two years. Employers agreed to provide employment at prevailing rates of pay and to furnish living accommodation. At the end of two years, permanent landing was granted to those who were suitably established. The total number brought forward under this plan was 4,527.

3. Netherlands Farm Workers

Owing to the loss of land in the Netherlands by inundations caused by the German Armed Forces, the problem of surplus population became a pressing one for the Netherlands Government and from this one of the most interesting immigration movements developed. Through the efforts of the Netherlands Authorities and the co-operation of the Netherlands Emigration Foundation (an agency of the Dutch Government), applications from Dutch farmers were examined in the Netherlands, while applications for Dutch agriculturists submitted by farmers in Canada were investigated by the Immigration Branch. When settlement arrangements were approved, applications were sent to the Immigration Office at The Hague for issuance of Netherlands visa.

These immigrants were not farm labourers but were bona fide farm owners in the Netherlands with capital sufficient to purchase farms in Canada. However, owing to exchange difficulties they were unable to export their capital. Therefore, they came forward as farm workers with the intention of eventually acquiring farms of their own. This movement, which

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| 1948 | 125,414 |
| 1949 | 95,217 |
| 1950 | 73,715 |
| 1951 | 104,321 |
| 1952 | 164,408 |
| 1953 | 188,868 |
| 1954 | 154,227 |
| 1955 | 109,346 |
| Total - | 1,222,319 |

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continued for about three years, was highly successful. The total number of immigrants was approximately 15,000. They were distributed to all provinces for settlement.

4. Displaced Persons

On November 7th, 1946, the Prime Minister announced that the Government had approved emergency measures to bring to Canada some of the refugees and D.P.'s who were in camps in Europe, as a contribution towards their immediate re-settlement. Arrangements were completed with the Intergovernmental Committee on Refugees (I.R.O.) to facilitate their movement to Canada. The displaced persons were to be gathered by I.R.O. into convenient centres in occupied territories for examination by itinerant teams, composed of Immigration officials, Medical Officers of the Department of National Health and Welfare, and officials of the Department of Labour. In March, 1947, two inspectional teams were in operation and the first displaced persons sailed for Canada in April, 1947. By 1949 the following had been approved:-

| | |
|---------------------------------|--------|
| Woods workers..... | 3,622 |
| Miners..... | 3,700 |
| Railway workers..... | 2,530 |
| Steel workers..... | 375 |
| Aluminum workers..... | 76 |
| Foundry workers..... | 65 |
| Construction workers..... | 216 |
| Hydro construction workers..... | 2,700 |
| Clothing industry workers..... | 2,507 |
| Millinery workers..... | 200 |
| Textile workers..... | 589 |
| Shoe workers..... | 103 |
| Domestics..... | 11,000 |
| Nurses..... | 500 |
| Fur workers..... | 500 |
| Farm workers..... | 8,250 |
| Sugar workers..... | 675 |
| Heavy labourers..... | 500 |
| Carpenters..... | 50 |
| Cabinet makers..... | 112 |
| Community workers..... | 40 |
| Jewellery Craftsmen..... | 15 |
| Stone Masons..... | 25 |
| Bricklayers..... | 25 |
| Plasterers..... | 25 |

After the worker became suitably established he could submit application for first degree relatives. There were also some displaced persons in occupied territories who did not come within the mandate of I.R.O. and an organization was formed in June, 1947, the Canadian Christian Council for the Resettlement of Refugees (C.C.C.R.R.) to assist in the processing overseas and movement to Canada of these immigrants. The complete displaced persons movement during the years 1947 - 52, inclusive, brought 165,697 persons to Canada.

5. Immigrants from Malta

In 1947 an arrangement was concluded with the Government of Malta for the admission of 500 Maltese with their dependents. The Department of Labour undertook to place the family head, who preceded his dependents, to send for them later on when he was able to provide adequate settlement arrangements. Subsequent to this initial movement, additional groups were authorized and the total number of Maltese admitted up to December 31, 1955 was 6,144.

6. United Kingdom

After the war, office accommodation in London was expanded and staff increased to meet the renewed interest in migration to Canada. The prospective immigrants were of high standard but the continued shortage of shipping facilities retarded the movement. Steps were taken to obtain additional shipping accommodation. In April, 1948 more stringent restrictions on the transfer of dollars to Canada were imposed by the British Government. Previously immigrants had been allowed to transfer the equivalent of £5,000 in yearly instalments of £1,250 over a period of four years. The new regulations reduced this to £1,000 in four yearly instalments of £250. The effect of this was to divert some immigrants to countries in the sterling area. This accounted in part for the decrease by about 10% in the number of British immigrants admitted that year.

To stimulate the flow of immigrants from the United Kingdom an agreement was made with Cunard White Star, Limited, whereby the s.s. "Acquitania" was retained in the Canadian Service in 1948 and priorities granted for the transportation of 12,000 immigrants. An agreement was also made with Trans-Canada Airlines for the transportation of 10,000 immigrants that year. Next year the devaluation of the pound sterling from \$4.03 to \$3.08 had a further adverse effect on migration to Canada. Transportation rates were raised in terms of sterling to meet the effect of devaluation. Tourist travel from North America increased with the result that during the summer and autumn the bulk of transportation was reserved for tourists. Prospective immigrants were discouraged by the high cost of passage, and the long waiting periods for transportation. The steps taken to solve these problems are indicated in paragraph 10.

7. Continental Europe

In anticipation of resumption of normal immigration functions on the Continent and in order to cope with the movement of fiancées and dependents of Canadian servicemen, regular inspectional offices were re-opened at Paris, Brussels and The Hague in 1947. In 1948 legislation provided for the admission of citizens of France on the same basis as British subjects and citizens of the United States. This resulted in a large volume of inquiries at the Paris office but in France, as in Great Britain, restriction on the transfer of capital had a limiting effect on migration.

At the end of 1947 an Order in Council was passed which removed nationals of Finland, Italy, Hungary and Roumania from the enemy alien category. A similar Order in Council was passed in September, 1950 removing German nationals from the enemy alien category.

Immigration offices were established at Paris, Brussels, The Hague, Stockholm, Oslo, Copenhagen, Berne, Rome, Athens, Vienna, Karlsruhe, Hannover, Berlin, Hamburg and Munich. Examination of immigrants at other European points is carried out by members of Canadian Diplomatic Missions.

It became evident about 1950 that immigration problems were becoming more complex, as they reflected developments in the world political and economic scene. Such factors as screening for subversive elements, changes in the validity of travel documents, restrictions on travel between various countries, foreign exchange controls, and medical inspection involved an increasing amount of processing and correspondence.

8. Administration

Major changes in administration were made during 1950-51. In January, 1950 the Immigration Branch was incorporated into the new Department of Citizenship and Immigration. In June, 1950 the Departmental Advisory Committee on immigration (DACI) was created with Cabinet approval to advise and assist the Minister with respect to administration of the Immigration Act and Regulations. The Committee was composed of the Deputy Minister of Citizenship and Immigration and senior officials of Immigration Branch Headquarters, with authority to seek advice from representatives of Departments of Federal and Provincial Governments and national or provincial organizations.

Effective February 15, 1951 Immigration Branch Headquarters was reorganized on a functional basis. Allied functions were grouped together into divisions, Settlement, Admissions, Operations, Administration. The functions of these divisions are explained in a memorandum attached hereto.

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9. Immigration Agreements with India, Pakistan and Ceylon.

Effective January 1, 1951 Immigration Agreements were concluded with the Governments of India, Pakistan and Ceylon whereby 150 citizens of India, 100 citizens of Pakistan and 50 citizens of Ceylon are admitted to Canada per annum in addition to the wife, husband and unmarried children under 21 years of age of Canadian citizens resident in Canada who are in a position to provide adequate settlement arrangements.

10. Steps Taken to Increase Immigration

In an attempt to solve such difficulties as the shortage and high cost of ocean transportation, restrictions on the export of capital and the devaluation of foreign currencies and in order to report on the situation first hand, Branch officials went to Europe in September, 1950. They made arrangements whereby certain countries agreed to co-operate in the selection of suitable and desirable immigrants. The financial measures taken during the year to help overcome transportation difficulties were the Air Transportation Scheme and the Assisted Passage Loan Scheme.

An agreement designed primarily to offset the shortage of immigrant shipping berths on the North Atlantic was entered into with T.C.A. in December, 1950. Under the terms of the agreement, immigrants were enabled to utilize otherwise vacant seats on scheduled T.C.A. flights from the United Kingdom at a cost of £55, the equivalent of tourist class ocean passage. The difference between £55 and the regular air passage rate was paid by the Government. 1,797 immigrants came to Canada by this means up to the end of March, 1951. In view of the success of this scheme and as the need for it remained, the agreement continued in operation until April 30th, 1952.

The Assisted Passage Loan Scheme was put into effect on February 1, 1951 for the purpose of assisting immigrants from Europe whose services were urgently required in Canada and who were unable to pay the full amount of transportation costs. Under the scheme, single persons and heads of families were allowed interest free loans of the cost of ocean transportation and inland rail fare, including meals en route to destination in Canada.

In addition to the above described financial measures, a concerted drive was initiated to have more ocean transportation made available for immigrant traffic. This met with considerable success.

In accordance with the policy of providing Europeans with an unbiased picture of the Canadian way of life increased quantities of factual, informative materials were sent overseas for distribution to prospective immigrants, particularly in the United Kingdom. Other advertising media used to good advantage were newspapers and posters. Attempts at publicity programmes in Continental countries were made but owing to the attitude towards emigration of many of the governments of the countries concerned, these have had to be limited in scope.

In February, 1952 an agreement was entered into with the Province of Ontario providing for an equal sharing by the Federal and Provincial Governments of welfare assistance and hospitalization, including care in tuberculosis sanatoria and mental hospitals, for immigrants who, through accident or illness, became indigent during the 12 month period following their arrival in Canada. Such assistance could be provided for a maximum period of one year. Proposals for similar agreements were also submitted to all other provinces and agreements were subsequently concluded with Alberta, Manitoba, Newfoundland, Saskatchewan, British Columbia and the Northwest Territories. An agreement covering hospitalization costs on the same basis has been concluded with Nova Scotia also.

There was an increase in immigration in 1951-52. A number of factors contributed to this increase, the first and perhaps most important being the continued expansion of the Canadian economy, which resulted in a heavy demand from Canadian employers for immigrants to fill employment opportunities for which Canadians were not available. Much of the demand was for workers in the basic industries, farm workers, bush workers and mine workers. The construction industry also absorbed a substantial number and the accelerated defence production programme created a demand for skilled technicians and industrial workers.

To meet this increased demand the publicity programme overseas was intensified through lectures, films, factual literature and newspaper articles on Canadian expansion in the overseas press. Additional shipping was obtained and the agreement with T.C.A. was continued. Progress was made in assisting immigrants with capital who came from countries applying restrictions on the export of currency, to use their money in their homelands to aid in their settlement in Canada. This was accomplished by amending the Settlers' Effects Regulations permitting the settler to bring duty free goods and equipment necessary for his successful establishment. Thus he was able to use his otherwise blocked funds.

A new situation in Canadian immigration history arose when foot and mouth disease broke out in the Province of Saskatchewan. Precautionary steps were taken to prevent the possibility of immigrants bringing the disease into Canada and all farm immigrants from infected areas in their country of origin were required to submit to disinfection.

During 1951 Canada as a member of I.R.O. continued to take a substantial number of displaced persons. After that agency ceased activities on December 31, 1951 Canada became a member of the new Provisional Intergovernmental Committee for the Movement of Immigrants from Europe. While I.R.O. had moved thousands of persons to new homes in other lands, there remained at the time it ceased its activities some of the original displaced persons whose numbers were being augmented by a steadily increasing flow of new refugees from the countries of eastern Europe. The newly formed Provisional Committee dealt with the movement of these cases.

11. Legislation

On June 1, 1953 a new Immigration Act came into effect. This clarified immigration procedures and removed certain anomalies that had come to light during the continued movement of newcomers to Canada.

12. Co-operation with Other Agencies

The Immigration Branch receives full co-operation of other agencies in closely related fields. In June, 1953 Immigration Officers met with representatives of eight Provincial Governments and in November, 1953 and January, 1954 with representative officials of Canadian labour unions.

Officers of the Departments of Labour and Trade and Commerce also attended the meetings with provincial delegates, at which the exchange of views on the immigration policy and programme proved useful to all concerned. The meetings discussed economic opportunities for the establishment of immigrants in industry, small businesses and farming; provincial financial assistance to farmers; working conditions on the farm; ways and means of increasing the movement of immigrants to the various provinces and other related topics.

During 1954 DACI met in September and October with representatives of Provincial Governments, officials of Canadian Labour unions and representatives of private organizations, other federal agencies and voluntary groups. Besides acquainting those who attended with the work performed by Immigration Officers throughout Canada, the meetings resulted in the development of closer liaison in all matters respecting immigration.

In April of 1954 on the invitation of the Immigration Branch, representatives of the Canadian Federation of Agriculture went to Europe to observe the selection of farm workers and to advise selecting officers on qualifications required for satisfactory placement in Canada. They visited Germany, Austria, The Netherlands and the United Kingdom and upon their return to Canada they held discussions with Immigration Branch officials expressing their views on the effectiveness of the recruiting programme and making recommendations on selection criteria and timing of arrival of farm workers.

13. Placement and Settlement

A total of 29,473 immigrants were assisted in finding employment by Immigration Officers in 1954 and 924 families were established by Settlement Officers on farms or in businesses of their own.

14. Calendar Year 1955

During the calendar year 1955, 109,946 immigrants arrived in Canada. This was approximately 28% less than the 1954 figure of 154,227. Some of the reasons for this decrease appeared to be the adverse publicity given in Canada and abroad to employment conditions in Canada during the winter of 1954-1955; and improved economic conditions in many European countries which resulted in a high level of employment. When the effects of these factors on immigration in 1955 became evident, it was decided to make some changes in selection criteria and recruiting techniques in order to stimulate the flow of immigration from Europe during the remainder of 1955 and in 1956. These changes were: (a) to authorize "winter movement"; (b) more liberal selection criteria for open placement immigrants; and (c) to widen the Assisted Passage Scheme. The 1956 programme is proceeding on this basis, and notwithstanding the various factors militating against migration from many source countries, it is confidently expected that we shall succeed in attracting a satisfactory number of desirable immigrants.

SECTION III

ECONOMIC EFFECTS OF IMMIGRATION

The forces bringing about migration are varied but basically economic. Some of the effects of immigration are linked directly with increase in population. A large population means a wider spreading of overhead costs of government, education, transportation, etc. It permits a more effective use of existing capital equipment, a more intensive development of natural resources and wider industrial activity.

For the future living standard of Canadians the effect of increased population on international trade is of great importance. More efficient methods of production which have been made possible by a larger domestic market may enable Canada to produce, efficiently, at home, goods which had to be imported in the past. The proportion of national income which is derived from farm products will decrease. This is of advantage to the country because agricultural products are always more susceptible to world trade fluctuations than industrial produce. Our imports may increase in quantity if the population increases, but the proportion of the national income which originates from international trade will decrease. This again will make our economy more independent from world trade fluctuations.

A further economic effect is due to the background and numbers of immigrants. The newcomers are usually at the beginning of their productive period when entering Canada. They are more adaptable and more mobile than the native population, due to the fact that they are not inhibited by local ties. Many of them bring with them new ideas and skills of great value to Canada.

Some of the beneficial effects of immigration may be offset by the tendency of many immigrants to go to the provinces which already have the largest population and to, or into the neighbourhood of, already over-crowded cities. This may be disadvantageous or beneficial, according to the particular conditions in the individual areas. It should be kept in mind, however, that without having an increased population the decentralization of our industries is not possible to any large extent.

As has been said earlier in this review the Immigration Branch tries to assess Canadian development in terms of opportunities that may be created in the future and tries to make the immigration flow a combination of immediate needs and future requirements. In this regard the Department of Citizenship and Immigration works in close cooperation with such government departments as Trade and Commerce, Finance and Labour.

ORGANIZATION - IMMIGRATION BRANCH

The Immigration Branch, with Headquarters at Ottawa, administers all matters related to the encouragement of immigration; the inspection of immigrants, tourists, and other travellers seeking entry to Canada; the exclusion of the prohibited and undesirable classes; the investigation of complaints subsequently arising in Canada and the deportation of undesirables; inquiry into settlement arrangements for prospective immigrants, and general matters relating to colonization in Canada.

The Director of Immigration is directly responsible to the Deputy Minister and through him to the Minister of the Department of Citizenship and Immigration for all functions of the Immigration Branch.

Under the Director, the Branch is divided into four functional divisions. These are:-

- (1) Administration
- (2) Admissions
- (3) Operations
- (4) Settlement

Administration Division

The Director of Immigration is assisted by this Division in the formulation of technical and administrative policy; in the preparation and interpretation of regulations; in the coordination of the duties of the divisional chiefs; preparation of reports covering all activities of the Immigration Branch; preparation of Branch Estimates and financial control.

Admissions Division

The Admissions Division is responsible for the administrative arrangements pertaining to the admission, rejection, or expulsion of immigrants; the review of summary records of Boards of Inquiry held to determine the right of persons to enter or remain in Canada; administrative arrangements enabling the execution of orders of deportation; issuance of warrants for the arrest and detention of individuals; for verifications of legal entry of persons to Canada; and for the many general inquiries received respecting admission.

Operations Division

It is the responsibility of the Operations Division to establish inspectional facilities in Canada and abroad; to secure office accommodation for the field services; to develop and implement procedures; to establish standards of performance in the field; to discipline field staffs; to administer regulations pertaining to transportation companies and ships' crews; and to initiate and conduct training programs including the selection and training of officers for overseas duties.

Settlement Division

This Division is responsible for matters relating to the placement and settlement of immigrants in Canada. Its activities include the survey of areas of potential establishment in Canada, the maintenance of up-to-date information about Canadian economic trends and manpower requirements, liaison with federal, provincial and municipal authorities and with voluntary private organizations interested in immigration; and assistance to immigrants who wish to settle on their own farms or in small businesses.

Field Service

In Canada there are five Districts - Atlantic, Eastern, Central, Western and Pacific - each under the supervision of a Superintendent. There are 346 ports of entry along the Canadian-United

States border and on the Atlantic and Pacific seaboard. The number of officers at ports of entry varies from two to three at small ocean and boundary ports to fifty or more at larger ports where traffic entering Canada by rail, highway, and air is extremely heavy. The admissibility of every person who enters Canada is established by an Immigration Officer at one of these ports. The volume of work handled by the Immigration Officers is illustrated by the figures for 1955 when nearly 50,000,000 people, comprising immigrants, tourists from the United States and Canadians crossing and re-crossing the International Boundary, were checked through these ports of entry. The Canadian Field Service also includes inland officers located at strategic points throughout the country whose staffs investigate applications for the admission of immigrants and conduct deportation proceedings.

Immigration Offices in the United Kingdom, located at London, Liverpool, Glasgow and Belfast, and an office at Dublin, Ireland, come under the Director of the Canadian Government Immigration Service - United Kingdom, in London. On the European Continent, immigration offices are in operation at Paris, Brussels, The Hague, Stockholm, Oslo, Copenhagen, Berne, Rome, Athens, Vienna, Karlsruhe, Hannover, Berlin, Hamburg and Munich. The examination of immigrants at other European points is carried out by members of Canadian diplomatic missions.

While by far the greater number of immigrants from overseas come from the British Isles and the Continent of Europe, immigrants do come to Canada from many other countries. To deal with these, immigration inspectional facilities are available at the offices of the Canadian High Commissioners in the principal Commonwealth countries and at Canadian Missions in other countries. Immigration officers are stationed at Hong Kong and New Delhi.

